

Message Text

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ACTION EB-08

INFO OCT-01 EA-10 ISO-00 CAB-02 CIAE-00 COME-00
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FM AMEMBASSY TOKYO

TO SECSTATE WASHDC PRIORITY 4886

C O N F I D E N T I A L TOKYO 1701

E.O. 11652: GDS

TAGS: EAIR, JA

SUBJECT: CIVAIR: GOJ FAILURE TO APPROVE FTL SINGAPORE APPLICATION

REF: TOKYO 1537, 1607

1. SUMMARY: WE HAVE INFORMALLY EXPLORED WITH MOFA POSSIBLE WAYS OF OVERCOMING FTL IMPASSE. MOFA HAS MADE TWO SUGGESTIONS FORWARDED BELOW FOR WASHINGTON'S CONSIDERATION. WE NOTE THAT USCAB MAY ISSUE PROPOSAL FOR ACTION AGAINST JAL TO PRESIDENT FOR HIS CONSIDERATION AT ANY TIME AND STRONGLY RECOMMEND THAT THIS ACTION, IF IMMINENT, BE DONE WITH AS LITTLE NEWSWORTHY COMMENT AS POSSIBLE. END SUMMARY.

2. BECAUSE OF AMBASSADOR'S INCREASING CONCERN OVER SEEMING IMPASSE AND ESCALATION OF CIVAIR TENSIONS SURROUNDING FTL SINGAPORE CASE, E/CMIN CALLED ON MOFA'S KITAMURA JANUARY 31 TO SEEK MOFA'S INFORMAL IDEAS ON POSSIBLE NEXT STEPS.

3. KITAMURA FIRST RESTATED THE GOJ'S WELL-KNOWN, OFFICIAL POSITION AND WENT ON TO EXPRESS MOFA'S STRONG HOPE THAT CIVAIR ISSUES BE "LOCALIZED" UNTO THEMSELVES AND THAT THERE BE NO FURTHER ESCALATION FROM EITHER SIDE. HE AND WATANABE BOTH REGRETTED THE USCAB ACTION, SAYING IT FORCED THE JAPANESE TO "NEGOTIATE UNDER DURESS" AND MADE IT VIRTUALLY IMPOSSIBLE TO RESOLVE THE

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ISSUE. AS A POSSIBLE MEANS OUT, HE STATED THAT IF THERE WAS NO FURTHER ESCALATION AND IF THE U.S. SIDE WOULD "REMOVE THE DURESS" (PRESUMABLY RESCIND THE PRESENT CAB ORDER), THE JAPANESE SIDE WOULD BE WILLING TO CONSULT TO FIND SOME WAY OF ACCOMMODATING FTL'S SINGAPORE SERVICE GIVEN U.S. ASSURANCES THAT OTHER CAPACITY INCREASES WOULD NOT BE FORTHCOMING PRIOR TO MARCH 31. SUCH DISCUSSIONS COULD TAKE PLACE WITH STYLES DURING

THE FEBRUARY 20 VISIT OR SOONER.

4. AFTER SOME INTERNAL DISCUSSION, KITAMURA MADE ANOTHER SUGGESTION WHICH, HE FELT, THE MOFA "COULD GET THE MOT TO ACCEPT." THE GOJ COULD PROBABLY APPROVE THE FTL APPLICATION IF THE U.S. SIDE WOULD AGREE THAT ALL APPLICATIONS CONTAINING "A POINT NEW TO AN AIRLINE" WOULD NOT BE GOVERNED BY THE 1959 MINUTES. THE GOJ WOULD THEREFORE NOT HAVE TO APPROVE THESE APPLICATIONS AND WOULD NOT BE BOUND BY ANY 45 DAY TIME CONSTRAINT. FYI: IN THIS CONNECTION, JAPANESE SIDE HAS MENTIONED SEVERAL TIMES THAT IT APPARENTLY TOOK USCAB SIX TO SEVEN MONTHS TO APPROVE JAL SERVICE TO NEW YORK IN MID-60'S. END FYI. PAA'S PENDING FEBRUARY 10 SCHEDULE WOULD ALSO FALL INTO THIS CATEGORY AS IT INCORPORATES "NEW POINTS."

5. COMMENT: ALTHOUGH WE RECOGNIZE THAT THESE SUGGESTIONS OFFER LITTLE, WE FORWARD THEM AS FOOD FOR THOUGHT IN SEEKING WAYS TO OVERCOME THIS IMPASSE. WE ALSO NOTE, FROM EXPLANATION OF USCAB PROCEDURE PROVIDED PARA 5 STATE 15681, THAT NEXT STEP AGAINST JAL (ISSUANCE OF CAB PROPOSAL TO PRESIDENT FOR HIS CONSIDERATION) MAY BE IMMINENT. IF CAB PROPOSAL IS ISSUED, WE ASK THAT IT BE DONE WITHOUT NEWSWORTHY EDITORIAL COMMENT WHICH CAN ONLY MAKE THESE ISSUES MORE DIFFICULT.

SHERMAN

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